

Message Text

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ORIGIN EUR-12

INFO OCT-01 ISO-00 H-01 CU-02 OES-06 IO-13 SCA-01 BIB-01
CIAE-00 PM-04 INR-07 L-03 ACDA-07 NSAE-00 PA-01 SS-15
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INFO AMEMBASSY BELGRADE
AMEMBASSY BERLIN
AMEMBASSY BUCHAREST
AMEMBASSY MOSCOW
AMEMBASSY PRAGUE
AMEMBASSY SOFIA
AMEMBASSY WARSAW
USMISSION EC BRUSSELS
USMISSION NATO

C O N F I D E N T I A L STATE 024811

E.O. 11652:GDS

TAGS: PFOR, HU, CSCE, US

SUBJECT: CSCE: DISCUSSIONS WITH HUNGARIANS

REF: A) BUDAPEST 193, B) STATE 307805

1. IN FURTHER CSCE DISCUSSIONS WITH HUNGARIANS WE WILL
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NEED TO PROCEED CAUTIOUSLY SO AS NOT TO CONVEY IMPRESSION
THAT WE ARE RE-NEGOTIATING OR REACHING "AGREEMENT" ON
BILATERAL BASIS (AS NOTED REF B) ON FINAL ACT PROVISIONS
WHICH HAVE ALREADY BEEN AGREED BY THE 35 CSCE STATES.
DURING CSCE NEGOTIATIONS THE EASTERN STATES PRESSED TO
INSERT LANGUAGE IN THE FINAL ACT CALLING FOR FURTHER
BILATERAL IMPLEMENTING ARRANGEMENTS. THE WEST PRESSED
AND LARGELY SUCCEEDED, ESPECIALLY IN BASKET III PROVISIONS
ON HUMANITARIAN AND INFORMATION ISSUES, IN ACHIEVING
PROVISIONS CALLING FOR UNILATERAL IMPLEMENTATION (E.G.,

FAMILY REUNIFICATION, CIRCULATION OF AND ACCESS TO INFORMATION). SINCE HELSINKI, WE HAVE ENCOURAGED IMPLEMENTATION OF THE AGREED PROVISIONS IN AREAS OF INTRINSIC INTEREST TO US (AS IN REF B), OFTEN POINTING OUT THAT UNILATERAL IMPLEMENTATION IS CALLED FOR UNDER THE FINAL ACT TERMS. THE EASTERN STATES HAVE TRIED TO ACHIEVE WHAT THEY FAILED TO GAIN DURING THE CONFERENCE BY CLAIMING THAT FURTHER BILATERAL ARRANGEMENTS ARE NECESSARY TO

IMPLEMENT THE AGREED PROVISIONS, INCLUDING AREAS WHERE UNILATERAL IMPLEMENTATION IS FORESEEN IN THE FINAL ACT. THE HUNGARIAN PROPOSALS, WHICH CALL FOR A FORMAL US-HUNGARIAN AGREEMENT ON IMPLEMENTING A WIDE RANGE OF ITEMS (SOME OF WHICH, MOREOVER, GO BEYOND THE FINAL ACT PROVISIONS), EXEMPLIFY THE EASTERN APPROACH TO IMPLEMENTATION. SEVERAL ALLIED AND NEUTRAL STATES HAVE RECOGNIZED THIS, AND HAVE REJECTED SIMILAR HUNGARIAN INITIATIVES TO CONCLUDE FORMAL IMPLEMENTATION AGREEMENTS ON A BILATERAL BASIS.

2. SINCE IT TOOK THE HUNGARIANS MORE THAN A YEAR TO PRESENT THEIR PROPOSALS (THEY WERE PROMISED TO ASSISTANT SECRETARY HARTMAN IN DECEMBER 1975), WE SEE NO NEED TO REPLY IMMEDIATELY TO EACH PROPOSAL. CHARGE'S NEXT DISCUSSION WITH NAGY SHOULD FOCUS ON SECTION A OF THE HUNGARIAN PROPOSALS AND YOUR PARALLEL SUGGESTIONS. WE
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WILL PROVIDE OUR INITIAL REACTION TO THE REMAINING HUNGARIAN PROPOSALS IN SEPTEL, AND PREFER TO LEAVE DISCUSSION OF THOSE ITEMS FOR FUTURE MEETINGS WITH NAGY.

3. IN MEETING WITH NAGY, YOU SHOULD DRAW A CAREFUL DISTINCTION BETWEEN OUR IMPLEMENTATION SUGGESTIONS UNDER AGREED CSCE PROVISIONS AND THE HUNGARIAN PROPOSALS. THE HUNGARIAN PROPOSALS PAPER RESEMBLES DRAFT AGREEMENT ON CSCE IMPLEMENTATION. WE DO NOT WISH TO PARALLEL THIS FORM OF APPROACH BY PROVIDING SIMILAR US PAPERS AND CREATING IMPRESSION THAT WE ARE ENGAGED IN EXCHANGE OF TEXTS ON CSCE IMPLEMENTATION. IN YOUR DISCUSSION WITH NAGY YOU SHOULD STRESS RPT STRESS INFORMAL NATURE OF US PAPER ALREADY PROVIDED AND MAKE FOLLOWING POINTS ORALLY:

A. THE HUNGARIAN PROPOSALS ARE UNDER DETAILED STUDY IN WASHINGTON. WE FIND SOME OF THEM INTERESTING; INDEED, A FEW COINCIDE WITH IMPLEMENTATION SUGGESTIONS US HAS MADE TO GOH. OTHERS CONCERN ISSUES SUCH AS CERTAIN CULTURAL PROJECTS AND PAN-EUROPEAN CONFERENCES ON ENERGY, TRANSPORTATION AND THE ENVIRONMENT WHICH WE BELIEVE CAN BE MORE SUITABLY DEALT WITH IN MULTILATERAL ORGANIZATIONS SUCH AS UNESCO AND THE ECE. THERE ARE STILL OTHERS,

SUCH AS THAT ON RADIO BROADCASTING, WITH WHICH WE DO NOT AGREE.

B. AFTER TWO YEARS OF NEGOTIATION THE CSCE STATES, INCLUDING HUNGARY AND THE US, SIGNED THE FINAL ACT, THEREBY COMMITTING THEMSELVES TO IMPLEMENT THE AGREED PROVISIONS. THUS AGREEMENT ON IMPLEMENTATION OF THE PROVISIONS, MANY OF WHICH ARE TO BE IMPLEMENTED ON A

UNILATERAL BASIS, HAS ALREADY BEEN ACHIEVED. IN VIEW OF THIS, WE SEE NO NEED FOR A FORMAL US-HUNGARIAN BILATERAL IMPLEMENTATION AGREEMENT AS INDICATED IN THE HUNGARIAN CONFIDENTIAL

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PROPOSALS.

C. NEVERTHELESS, WE BELIEVE IT MAY BE POSSIBLE TO ACHIEVE IMPLEMENTATION PROGRESS GEARED TO THE AGREED FINAL ACT PROVISIONS THROUGH NORMAL DIPLOMATIC DISCUSSIONS ON ISSUES OF INTEREST TO BOTH SIDES. FOR EXAMPLE, WE HAVE NOTED OUR INTEREST IN THE RESOLUTION OF FAMILY REUNIFICATION CASES, AND YOUR PROPOSALS INDICATED THIS IS AN APPROPRIATE SUBJECT FOR DISCUSSION IN THE CSCE CONTEXT. ADDITIONALLY, YOU HAVE EXPRESSED AN INTEREST IN VISA FACILITATION, AND WE HAVE ALREADY BEGUN AT THE EXPERT LEVEL TO INVESTIGATE MORE LIBERAL PRACTICE IN REGARD TO OFFICIAL AND DIPLOMATIC VISAS (REF B, PARA 3A). WE ALSO BELIEVE IT MAY BE POSSIBLE TO ACHIEVE PROGRESS ON SPECIFIC CSCE-RELATED ISSUES THAT YOU AND WE HAVE SUGGESTED WITHIN THE FRAMEWORK OF THE US-HUNGARIAN EXCHANGES AGREEMENT.

4. DRAWING ON THE FOLLOWING GUIDANCE YOU SHOULD INDICATE THAT YOU ARE PREPARED TO DISCUSS SUGGESTIONS CONTAINED IN SECTION A OF HUNGARIAN PAPER. YOU SHOULD ALSO NOTE THAT AS OUR STUDY OF THE HUNGARIAN PAPER PROGRESSES, WE WILL BE IN FURTHER CONTACT REGARDING STEPS THAT COULD BE TAKEN TO IMPLEMENT THE AGREED PROVISIONS OF THE FINAL ACT, WITH THE US AND HUNGARIAN SUGGESTIONS IN MIND.

A. YOU SHOULD INDICATE THAT OUR VIEW OF ADVISABILITY OF CONTINUING US-HUNGARIAN DIALOGUE ON CSCE IMPLEMENTATION (HUNGARIAN PROPOSAL A-1) WAS CONTAINED IN YOUR INFORMAL "NON-PAPER." YOU SHOULD NOTE THAT WE VIEW YOUR MEETING WITH NAGY AS PART OF CONSTRUCTIVE EXCHANGE OF VIEWS ON IMPLEMENTING SPECIFIC STEPS UNDER THE FINAL ACT. WE HOPE THAT SUCH MEETINGS WILL CONTINUE IN THE PERIOD LEADING TO BELGRADE AND THAT THE IMPLEMENTATION SUGGESTIONS DISCUSSED WILL BE FOLLOWED UP ON THE EXPERT LEVEL.

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B. IN INFORMAL US NON-PAPER WE HAVE ALREADY EXPRESSED OUR INTEREST IN THE INCREASING EXCHANGE OF HIGH-LEVEL VISITORS AND EXPANSION OF THE DIALOGUE BETWEEN MINISTRIES AND EMBASSIES.

C. WE DO NOT AGREE WITH THE HUNGARIAN SUGGESTION ON RFE. HERE YOU SHOULD USE THE GUIDANCE INDICATED IN STATE 5473 ON INTERNATIONAL RADIO BROADCASTS AND CSCE.

D. WE CONSIDER THAT THE EXPANSION OF CONTACTS BETWEEN

OUR TWO LEGISLATURES AND THE ENCOURAGEMENT OF VISITS BY LEGISLATORS ARE DESIRABLE. US CONGRESS, IN GENERAL, SUPPORTS THE IDEA OF VISITS AND INFORMAL CONTACTS, BUT IT IS RELUCTANT TO ENTER INTO FORMAL ARRANGEMENTS WITH FOREIGN LEGISLATURES, BOTH BECAUSE OF LACK OF FUNDS TO SUPPORT SUCH ACTIVITIES AND THE TIME REQUIRED TO KEEP UP MEANINGFUL CONTACT WITH EVERY INTERESTED LEGISLATURE. WE INTEND TO CONTINUE TO RECOMMEND TO INDIVIDUAL CONGRESSMEN THAT THEY VISIT HUNGARY AND HAVE CONTACT WITH THE HUNGARIAN EMBASSY. AMBASSADOR ESZTERGALYOS RECENTLY TOLD ASSISTANT SECRETARY HARTMAN OF HIS INTENTION TO HAVE A WORKING DINNER FOR SEVERAL PROMINENT CONGRESSMEN. YOU MAY SUGGEST TO NAGY THAT SUCH A DINNER MIGHT BE AN APPROPRIATE TIME FOR THE GOH TO EXPLORE DIRECTLY THE ATTITUDES OF AMERICAN LEGISLATORS.

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